

# **MASSACHUSETTS**

## **EMERGENCY MANAGEMENT AGENCY**



### **COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

**REVISION #6  
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# **Commonwealth of Massachusetts Comprehensive Emergency Management Plan**

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# **MASSACHUSETTS COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **BASIC PLAN**

### **I. INTRODUCTION**

#### **A. Purpose**

The Massachusetts Comprehensive Emergency Management Plan (CEMP) establishes the framework for the effective and comprehensive integration and coordination of the emergency response and recovery actions of all levels of government, volunteer organizations, and the private sector. Practical integration of emergency response and recovery actions following a major disaster or emergency will ensure that the following objectives are attained:

1. Reducing the vulnerability of citizens and communities to damage, injury, loss of life, and destruction of property during natural, technological, or man-made emergencies and disasters, or during hostile military or paramilitary actions.
2. Preparing for prompt and efficient response and recovery to protect lives and property affected by emergencies and disasters.
3. Responding to emergencies using all systems, plans, and resources necessary to preserve the health, safety, and welfare of persons affected by the emergency.
4. Assisting communities and citizens in recovering from emergencies and disasters by providing for the rapid and orderly restoration and rehabilitation of persons and property affected by emergencies.
5. Providing an emergency management system encompassing all aspects of pre-emergency preparedness and post-emergency response, recovery, and mitigation.

#### **B. Scope**

The Massachusetts CEMP establishes the fundamental policies, basic program strategies, assumptions, and mechanisms through which the Commonwealth will mobilize resources and conduct activities to guide and support local emergency management efforts during response, recovery, and mitigation.

The CEMP addresses coordinated regional and inter-regional evacuation and sheltering, post-disaster response and recovery, rapid deployment and pre-deployment of resources, emergency and disaster exercises, and clearly defined responsibilities for state agencies through the Massachusetts Emergency Support Function (MAESF) approach to planning and operations.

The CEMP establishes a concept of operations for the direction and control of an emergency from initial monitoring through post-disaster response and recovery.

The CEMP defines the inter-agency coordination mechanism that facilitates delivery of state assistance and establishment of state direction and control over response and recovery assistance provided by other states and/or the Federal Government.

Specific functional responsibilities are assigned to appropriate Executive Offices of the Commonwealth as well as to specific state agencies, private sector groups, and volunteer organizations.

The CEMP addresses the various levels of emergencies or disasters likely to occur, and, in accordance with the magnitude of an event, the corresponding short- and long-term response and recovery actions that state organizations will take in coordination with Federal counterparts and local governments.

The CEMP is an All-Hazards document. As such, it is the blueprint for all state emergency and disaster operations, including natural disasters, man-made accidental disasters, and terrorist incidents.

## **II. POLICIES**

All operations under this Plan will be undertaken in accordance with the mission statement of the Massachusetts Emergency Management Agency (MEMA): *“Our Mission is the coordination of all federal, state, local, voluntary and private resources during emergencies and disasters in the Commonwealth of Massachusetts. We provide leadership to: develop plans for effective response to all hazards, disasters or threats; train emergency personnel to protect the public; provide information to the citizenry; and assist individuals, families, businesses and communities to mitigate against, prepare for, respond to and recover from emergencies, both natural and man-made.”*

- A. Pursuant to Executive Order 144, state assistance will be provided to affected municipalities under the overall authority of the Director of the Massachusetts Emergency Management Agency, who shall act as the State Coordinating Officer.
- B. Local and Federal emergency plans and programs will integrate the Massachusetts CEMP in order to provide effective and timely support to the citizens of the Commonwealth of Massachusetts in the event of a major disaster or emergency. As such, the CEMP establishes a framework for the effective coordination of response, recovery, and mitigation actions at all levels of government.
- C. State agencies will develop appropriate plans and procedures to carry out such emergency responsibilities as assigned to them in the CEMP.
- D. Local emergency response is primary during an emergency or disaster. The state will coordinate with local officials to augment local emergency resources as needed.
- E. All state agencies and local governments must be prepared to respond to emergencies and disasters even when government facilities, vehicles, personnel, and political decision-making authorities are affected. All state agencies with essential functions (defined as those functions which cannot be interrupted for a period of more than 30 days) have Continuity of Operations (COOP) Plans to ensure continued delivery of services during and after an emergency. In addition, all cabinet-level Secretariats have Continuity of Government (COG) Plans, which detail appropriate resource assignments (human and otherwise) across the Secretariat to ensure services and functions are continued during times of emergency.



- F. When necessary, the Massachusetts Emergency Management Agency (MEMA) will initiate requests for assistance from both the Federal Government through the Federal Emergency Management Agency (FEMA) and other states through the Emergency Management Assistance Compact (EMAC).
- G. All activity undertaken under the CEMP shall be coordinated using the Incident Command System (ICS) and the National Incident Management System (NIMS) in accordance with Homeland Security Presidential Directive (HSPD) 5 and Governor's Executive Order #469.

### **III. SITUATION**

#### **A. Disaster Condition**

The Commonwealth of Massachusetts is vulnerable to a host of hazards including hurricanes, earthquakes, tornadoes, coastal and interior flooding, dam failure, radiation exposure and contamination, hazardous materials spills or releases, wildfires, drought, winter storms, civil disturbance, terrorism and military conflict. Although the Commonwealth is most vulnerable to hurricanes, severe winter storms, and hazardous materials incidents, other hazards such as terrorism, earthquakes, tornadoes, and floods pose risks to the state's population and property.

In the event of a major disaster or emergency, a large number of fatalities and injuries may result. Many people will be displaced and incapable of providing food, clothing, and shelter for themselves and their families. Jobs will be lost with reduced prospect for future employment in the area. The economic viability of the affected communities may be jeopardized.

Many private homes and businesses and major industries will be damaged or destroyed. The structural integrity of many public buildings, bridges, roadways, and facilities will be compromised. Water and utility infrastructure will be severely affected. Emergency response personnel will be hampered in the response efforts due to transportation problems, the lack of electrical power, debris, and damaged, destroyed or inaccessible local structures. Timely deployment of resources from unaffected areas of the Commonwealth will be needed to ensure an effective and efficient response.

#### **B. Planning Assumptions**

1. Major disasters or emergency events such as strong hurricanes and high-magnitude earthquakes can devastate coastal urban areas and high population interior urban environments. Damages to infrastructure will likely be manifested in direct physical and economic damages to facilities and systems, will diminish emergency response abilities due to inaccessible locales, will cause inconvenience or overwhelming distress due to temporary or protracted service interruptions, and result in long-term economic losses due to the economic and physical limitations of recovery operations.

2. In addition, many disasters occur with little or no warning, and can often escalate far more rapidly than the ability of any single local or state response organization to cope with. Therefore, a coordinated but rapid response involving the uses of major resources is needed. The success of rapid response depends upon: (1) the deployment of multi-discipline impact-assessment teams (2) developing procedures to ensure quick and effective decision making, such as pre-deployment and the thorough training of elected officials and responders on their responsibilities and emergency assignments (3) developing procedures to rapidly implement intra-state aid from one municipality to another, and (4) implementing well planned, appropriate, and fully coordinated state and Federal disaster response and recovery assistance measures.
3. When an emergency occurs or a disaster strikes, local governments will utilize their own response capability augmented as necessary with community-to-community mutual aid agreements first. Only when the emergency or disaster has depleted or threatens to deplete their own response capabilities would local governments be expected to request assistance from the state.
4. The State Emergency Operations Center (SEOC) will be activated and staffed with Massachusetts Emergency Management Team (MEMT) representatives from state agencies and private organizations grouped together under the MAESF concept. The primary agency for each MAESF will be responsible for coordinating the planning and response activities of the support agencies assigned to the MAESF.
5. Effective preparedness requires ongoing public awareness and education programs so that citizens will be prepared, when possible, and understand their own responsibilities should a major disaster or emergency event occurs.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. General**

1. Local Government Resources  
Local governments shall use their own resources first in an emergency or disaster situation. Local governments may call for assistance from the state during events that overwhelm or threaten to overwhelm their own response and recovery resources.
2. Incident Command System  
MEMA operations shall use the ICS model. All operations in the SEOC will also be conducted using ICS.

### 3. Levels of Operation

Emergencies or disasters that can potentially affect the Commonwealth of Massachusetts are divided into four levels based upon severity of the initiating event or its potential to intensify in severity, and anticipated local, state and Federal assistance required as a result. MEMA levels of operation correspond to each of the four levels of emergencies or disasters. The first level of operation, Level I, is normal day-to-day operations, while the fourth level of operation, Level IV, corresponds to an emergency event involving all state and Federal resources. See Exhibit One, *Levels of Emergencies or Disasters and Corresponding State Actions*, for a concise depiction and summary of the levels of emergencies or disasters and the corresponding MEMA operational level with accompanying state and Federal actions.

- a. Local Level I emergencies are frequent, limited in scope, and require local response resources only. The SEOC monitors such incidents and provides status reports to appropriate state agencies as needed. MAESFs are neither placed on standby nor activated at this level.
- b. Local Level II emergencies are incidents of a magnitude that may require some form of state assistance. MEMA will activate the SEOC on a limited basis at MEMA Level II, notifying or activating needed MAESF primary agencies and placing support agencies on standby if needed. MEMA typically notifies the Governor's Office of MEMA Operational Level II activations through the Executive Office of Public Safety and Security.
- c. Level III emergencies or disasters are of a magnitude that local governments and affected communities will require the assistance of volunteer organizations and state agencies to effectively respond to and recover from the incident. At MEMA Operational Level III, MEMA initiates a full SEOC activation that may include a Declaration of a State of Emergency by the Governor. Rapid impact assessment teams may be activated. Federal disaster relief assistance will likely be required at this level.
- d. Local governments and communities affected by Level IV disasters will require major assistance from both the state and the Federal Government. A full activation of the SEOC and designated Regional EOCs will be needed, and designated Regional EOCs are fully activated. Rapid impact assessment teams will be dispatched to affected communities. Some local EOCs in communities not affected by the emergency or disaster may be asked to activate in order to help coordinate mutual aid efforts. The National Response Plan is activated. Military assistance may be provided at this level.

### 4. Massachusetts Emergency Support Functions

The MEMT is comprised of trained representatives from different state agencies and private organizations who are empowered to deploy the resources of their agencies to carry out eighteen different categories of assistance the state offers to local governments following an emergency or disaster. These categories or types of assistance constitute Massachusetts Emergency Support Functions (MAESFs) and will be part of the Operations Section as outlined under ICS. Assistance types are grouped according to like functions. See Exhibit Two, *General Description, Massachusetts Emergency Support Functions*, for a summary of all MAESFs and a brief description of the services rendered under each function.

- a. Each MAESF is led by a primary state agency or organization selected according to authority, resources, and capability to coordinate emergency efforts in the field covered by the MAESF. State agencies and organizations have also been designated as support agencies for MAESFs based on similar criteria.
- b. The MAESF primary agency, with assistance from one or more support agencies, is responsible for coordinating the activities of the MAESF and ensuring that tasks assigned to the MAESF by MEMA are successfully completed.
- c. The MAESFs, in coordination with MEMA, are the primary mechanism for providing response and recovery assistance to local government(s) during and after a Level III or IV Disaster.
- d. The autonomy under which the MAESFs operate will likely increase as the number and complexity of mission assignments increases following an emergency event. Under all circumstances, the MAESFs will coordinate with the Operations Section Chief in executing and accomplishing their missions.

## EXHIBIT ONE

### *Levels of Emergencies or Disaster and Corresponding State Actions*

LOCAL ACTIONS		STATE ACTIONS	
Level of Emergency or Disaster	Initiating Events	MEMA Operational Levels	Corresponding Actions
I	Emergency incident for which local response capabilities are likely adequate.	I	Situation managed by the Operations Section Chief or designated assistant as part of day-to-day operation. Situation is monitored and, if needed, appropriate state agencies are notified to take action as part of their everyday responsibilities.
II	A Level I incident begins to overwhelm local response capability. Some state assistance possible.	II	Selected members of the MEMA staff provide assistance as needed, MAESF primary agencies may be activated and support agencies placed on standby. Governor advised of the situation.
III	Situation continues to intensify, with the potential to escalate. Local States of Emergency declared. State and Federal response and recovery assistance is required. <u>(Situation equates to a major disaster)</u>	III	Full activation of State EOC. Governor may declare a State of Emergency. MAESF primary and support agencies send representatives to EOC as requested. Joint Information Center activated. Possible deployment of FEMA advance element to the SEOC. Possible activation of the National Response Plan.
IV	Widespread threats to the public safety. Large-scale state and Federal response and recovery assistance required. <u>(Situation equates to an emergency disaster)</u>	IV	Full activation of SEOC. All MAESF primary and support agencies send representatives to the SEOC. JIC activated. Rapid Impact Assessment Teams deployed. National Response Plan activated. Military assistance may be requested.

## EXHIBIT TWO

### *Summary of Massachusetts Emergency Support Functions*

#### **MAESF 1: *Transportation***

Provides repairs to damaged transportation systems and emergency transport of goods to other MAESFs.

#### **MAESF 2: *Communications***

Provides emergency telecommunications services to organizations involved in response and recovery operations and may support the private sector in restoration of the affected public grids.

#### **MAESF 3: *Public Works and Engineering***

Removes debris, provides emergency generators, water, and water treatment systems and service, and assists in the restoration of public works systems.

#### **MAESF 4: *Fire Fighting***

Detects and suppresses wildland, rural, and urban fires. Coordinates incident management teams to assist in command and control operations.

#### **MAESF 5: *Information and Planning***

Collects, analyses, coordinates, and disseminates critical information on disaster impact and emergency operations for use in planning effective response and recovery actions.

#### **MAESF 6: *Mass Care***

Manages and coordinates sheltering, feeding, and first aid for disaster victims.

#### **MAESF 7: *Resource Support***

Secures needed resources through mutual-aid agreements and procures resources for other MAESFs as needed.

#### **MAESF 8: *Health and Medical Services***

Provides trained health and medical personnel and supplies to shelters, staffs and supplies temporary medical facilities, and implements quality disease control measures.

#### **MAESF 9: *Search and Rescue***

Coordinates urban and non-urban search and rescue assistance, including locating and extricating victims trapped in debris or wreckage created by a disaster and woodland, water, or other area search and rescue services.

#### **MAESF 10: *Hazardous Materials***

Provides inspections, containment, and cleanup of hazardous materials spills or releases following a disaster.

#### **MAESF 11: *Food and Water***

Coordinates with MAESF 6 to identify food and water needs of disaster victims and ensures that supplies of food and water (or vouchers to obtain food and water locally where possible) are provided.

#### **MAESF 12: *Energy***

Coordinates with the private sector and MAESFs 3 and 7 to provide emergency supplies of power and fuel. Assists in the restoration of power and fuel systems.

#### **MAESF 13: *Military Support***

Supports Rapid Impact Assessment Teams and provides National Guard resources to assist MAESFs as needed.

#### **MAESF 14: *Public Information***

Establishes and manages the joint information center, coordinates the dissemination of all disaster-related information to the media and the general public.

#### **MAESF 15: *Volunteers and Donations***

Manages the receipt and distribution of donated good and services to meet requests.

#### **MAESF 16: *Law Enforcement and Security***

Provides armed escort for emergency workers or transport caravans as needed, provides security for emergency facilities, assists in general law enforcement services.

#### **MAESF 17: *Animal Protection***

Provides coordination for animal care needs.

#### **MAESF 18: *Business and Industry***

Coordinates the emergency activities of private sector owner/operators and organizations in support of disaster relief in the Commonwealth

5. Rapid Impact Assessment Teams

Disaster or emergency impact assessments provide local and state officials with information on the needs of citizens and communities that is essential to planning an effective response. Rapid Impact Assessment Teams (RIATs) deployed to affected areas after disasters and emergencies provide those impact assessments.

- a. RIATs, under the control of MEMA liaison in coordination with MAESF 13: *Military Support*, deploy to assess immediate human needs such as food, water, shelter, health, and medical, and to evaluate the extent of damage to infrastructure such as utilities, communications, and transportation in affected areas. The teams also provide specific information such as:
  - (1). Geographical disaster boundaries
  - (2). Current status of transportation, communications, medical, and utility infrastructure
  - (3). Usable access points to the disaster area, such as airports, ports, and roadways
  - (4). Casualty, sheltering, and mass care information
  - (5). Status of critical facilities
  - (6). Major resource needs
- b. The RIAT assessment identifies emergency actions necessary to preserve life and property in the affected areas. RIATs are composed of specially trained state agency personnel. As possible, members of the Federal Emergency Management Agency (FEMA) Emergency Response Team's Advance Element (ERT-A) will deploy as part of the RIAT.

6. Declaration of State of Emergency

Local elected officials, in coordination with local Emergency Management Directors, will declare a Local State of Emergency and make a formal request for state assistance. The request for assistance is channeled through MEMA to the Office of the Governor. MEMA will, when needed, recommend that the Governor declare of a State of Emergency for the Commonwealth.

7. Activation of State Emergency Operations Center(s)

The SEOC in Framingham will serve as the Commonwealth's command center for all disaster response operations. If a disaster or emergency situation prevents the use of the Framingham location, the alternate SEOC will be activated in accordance with MEMA's Continuity of Operations (COOP) Plan.

8. Federal Assistance

When response to a disaster or emergency incident exceeds the resources and capabilities of the Commonwealth to manage, MEMA will notify officials at FEMA Region I of the Governor's forthcoming request for Federal assistance and a Presidential Disaster Declaration.

- a. FEMA authorities will deploy a FEMA Liaison Officer to the SEOC and/or deploy the ERT-A when a Presidential disaster declaration appears imminent.
- b. Following a major disaster declaration by the President, the National Response Plan (NRP) will be activated, opening the channels for Federal assistance through Federal Emergency Support Functions (ESFs).
- c. MAESFs 1 through 12 have counterparts in the Federal ESFs of the same number. Additionally, the Federal counterparts of MAESF-14 (Public

Information) and MAESF-16 (Law Enforcement and Security) are Federal ESF-15 (External Affairs) and ESF-13 (Public Safety and Security) respectively. Representatives of these MAESFs will establish direct face-to-face contact with their Federal ESF counterparts in the SEOC.

- d. The unique Massachusetts MAESFs, numbers 13, 15, 17, and 18, will establish contact with members of the Federal Emergency Response Team (ERT) assigned Federal coordination responsibility for all unique MAESFs.<sup>1</sup>

9. Appointment of State Coordinating Officer and Governor's Authorized Representative

Following the declaration of a State of Emergency by the Governor or a disaster declaration by the President, the Governor will appoint a State Coordinating Officer (SCO) and a Governor's Authorized Representative (GAR).

- a. The Director of MEMA serves as the SCO and is responsible for direction and control of all state emergency operations, for establishing response and recovery policy, and for acting as liaison with the Governor and elected officials.
- b. The GAR is responsible for all state financial commitments undertaken as a result of an emergency or disaster incident. The Governor will generally appoint the Director of MEMA as the GAR. The Director may choose to delegate this responsibility to the Disaster Recovery Manager (DRM).

10. Disaster Recovery Manager

- a. When appropriate, the SCO will appoint a DRM to help manage the recovery operation.
- b. Staff resources, under the direction of the DRM, will deploy to the Joint Field Office (JFO), when appropriate, and establish face-to-face contact with representatives of Federal ESF-14, Long Term Community Recovery and Mitigation.
- c. Direction and control authority for all non-recovery operations remains at the SEOC. Communication links will be established between the SEOC and the JFO in support of this concept of operations.

11. After Action Reports Prepared

As immediate threats to life and property subside and the need for sustained MAESF operations diminishes, the debriefing of responsible individuals and the documentation of "lessons learned" will begin. Resulting information will be consolidated and reviewed by MEMA management personnel and a written report prepared. Matters requiring corrective action will be forwarded to mitigation and preparedness program managers to be addressed as needed.

12. Recovery After State Emergency Operations Center Downsizes

Staff and resources will operate from the JFO as needed before returning to MEMA headquarters to continue to coordinate long-term disaster recovery assistance efforts with FEMA. Recovery assistance efforts will continue even after the SEOC returns to normal operations.

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<sup>1</sup> The Federal Emergency Management Agency's Region I, Regional Response Plan, March 1994, Annex D. ERT Operations, n.p., paragraph III (C) stipulates that the Federal Coordinating Officer (FCO) and the ERT will cooperate "with their State counterparts to ensure appropriate and timely resources requests and smooth delivery of Federal assets."



B. Organization

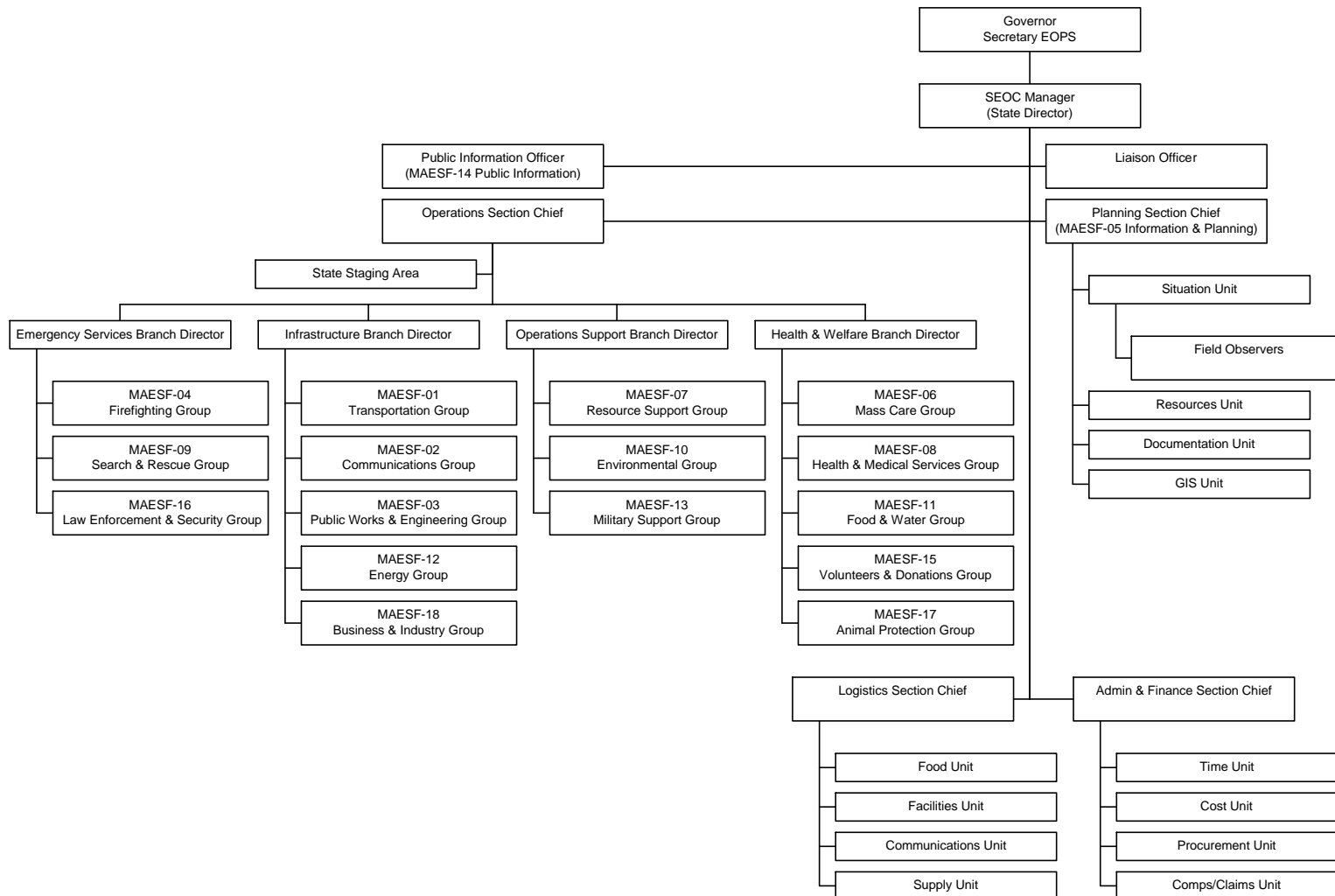
1. The Director of MEMA is responsible for state emergency response and recovery operations and services.
  - a. The Director serves as the SEOC Manager under the Incident Command System (ICS). The SEOC Manager may designate Deputies to support SEOC operations as needed. Refer to Exhibit Three, ICS, State EOC organization.
  - b. The SEOC Manager and Deputies will be supported by a Command Staff. The Command Staff consists of: an Information Officer, a Safety Officer, and five Section Chiefs. The four Sections are: Operations, Planning, Logistics, and Finance and Administration. The Section Chiefs are in charge of staffing for their Section.
  - c. The MEMA Operations Officer serves as Operation Section Chief and is responsible for overall functional operations and organization of the SEOC, as well as any staff training needed. As such, the MEMA Operations Officer will coordinate the effective integration and utilization of personnel assigned to Operations and all MAESFs. Four Branch Directors (Emergency Services, Operations Support, Infrastructure, and Health and Welfare) support the Operations Officer. Additional support staff will be assigned to the Operations Officer as needed, in accordance with MEMA operational procedures.
2. MAESFs are grouped by the types of assistance provided. Each MAESF is led by a primary agency or agencies and is supported by other state agencies and volunteer organizations.
  - a. With the exceptions of MAESFs 5 and 14, all MAESFs have been assigned to one of four Branches. A Mission Tracking Coordinator is assigned to each Branch.
    - (1). **Emergency Services:** MAESF 4: *Fire Fighting*, MAESF 9: *Search and Rescue*, MAESF 10: *Environmental Protection and Hazardous Material*, MAESF 16: *Law Enforcement and Security*.
    - (2). **Operations Support:** MAESF 7: *Resource Support*, MAESF 13: *Military Support*.
    - (3). **Infrastructure:** MAESF 1: *Transportation*, MAESF 2: *Communications*, MAESF 3: *Public Works and Engineering*, MAESF 12: *Energy*, MAESF 18: *Business and Industry*.
    - (4). **Health and Welfare:** MAESF 6: *Mass Care*, MAESF 8: *Health and Medical Services*, MAESF 11: *Food and Water*, MAESF 15: *Volunteers and Donations*, MAESF 17: *Animal Protection*.
  - b. For direction and control purposes, MAESF 5: *Information and Planning*, and MAESF 14: *Public Information*, report directly to the Director of MEMA. All MAESFs participate in recovery activities under direction of the DRM. Radiological incident response activities are carried out under the Massachusetts Radiation Protection Program Management Plan and the Radiological Emergency Response Plan, both of which are part of the CEMP by reference.

C. Direction and Control for Local Government

1. A local official, typically a police officer, firefighter, or Emergency Medical Services (EMS) personnel, will become the on-scene commander in an emergency or disaster situation. Responsibility for coordination of local emergency activities rests with local elected officials, as outlined in the local emergency plan. Typically, authority to manage such efforts is delegated to the local Emergency Management Director (EMD).
2. In accordance with local emergency plans, the EMD or local authorities shall direct evacuations, open shelters, request state assistance, and activate mutual aid agreements with neighboring cities and towns.
3. Local governments will inform MEMA when requesting mutual aid from neighboring cities and towns and coordinate with MEMA when mobilizing and deploying mutual aid resources.
4. In accordance with Executive Order 469, all local emergency operations will be conducted using the National Incident Management System (NIMS).

# EXHIBIT THREE

## State Emergency Operations Center Organization Under Incident Command System



#### D. Direction and Control for State Government

1. State Coordinating Officer
  - a. The Director of MEMA has authority to make decisions and commit assets at the state level. As SCO acting under a Governor's Proclamation of a State of Emergency, the Director or designee may issue mission assignments to the MAESF primary agencies.
  - b. Primary agencies, in turn, have authority to sub-task missions or mission components to support agencies as needed in order to carry out an assignment. Primary agencies will coordinate with other MAESF primary agencies to carry out assignments requiring the resources of more than one MAESF. SEOC staff working under the Operations Section Chief shall track mission assignments.
  - c. When Federal assistance is provided, the SCO will coordinate with Federal representatives.
2. Primary Massachusetts Emergency Support Function Agencies
  - a. The state will respond to local requests for assistance through the Regional EOCs, when operational, or directly through the SEOC if not. At the SEOC, requests for assistance will be tasked to one or more MAESFs. The primary agency will be for coordinating and completing the task.
  - b. A number of factors determined the choice of primary agency for each MAESF. Statutory responsibility for the MAESF's function and similarity of the agency's day-to-day functions to the functions of the MAESF foremost among them. These factors are used to determine that the primary agency has the necessary contacts and expertise to coordinate the activities the MAESF.
  - c. The primary agency is therefore delegated the authority to coordinate the activities of the MAESF under this plan. See Exhibit Four, *Primary Support Agencies for Massachusetts Emergency Support Functions*, for a listing of MAESFs and their primary agencies.
  - d. When an MAESF is activated, the primary agency or agencies will send representative(s) to the SEOC to coordinate with MEMA and other MAESFs as needed. It is the primary agency's responsibility to determine which pre-assigned support agencies and organizations, if any, will be required. However, due to the limited space available in the SEOC, the attendance of support agencies will be controlled according to MEMA's procedures for SEOC operations.
  - e. When Federal disaster response assistance is made available, the MAESFs will interface directly with their Federal ESF counterparts. Mission assignments will be coordinated between the respective state and Federal primary agencies. The Operations Section Chief, or designee, will work with the FCO, or designee, to resolve any conflicts.

3. Mission Assignments

- a. The Operations Section Chief will issue mission assignments to MAESF primary agencies based on the local government's identified resource needs. Missions assignments will detail what tasks need to be accomplished, not what equipment and personnel should be used. Decisions about the specific resources to be used to accomplish a mission will be made at the MAESF level.
- b. The primary agency will identify the resources needed to accomplish the mission and will coordinate the delivery of those resources. Refer to Exhibit Five, *Tasking MAESFs with a Mission*, for a diagram outlining the mission tasking process.
- c. Once the mission has been given to an MAESF, the primary agency is responsible for documenting actions taken and keeping fiscal records costs incurred in completing the mission.

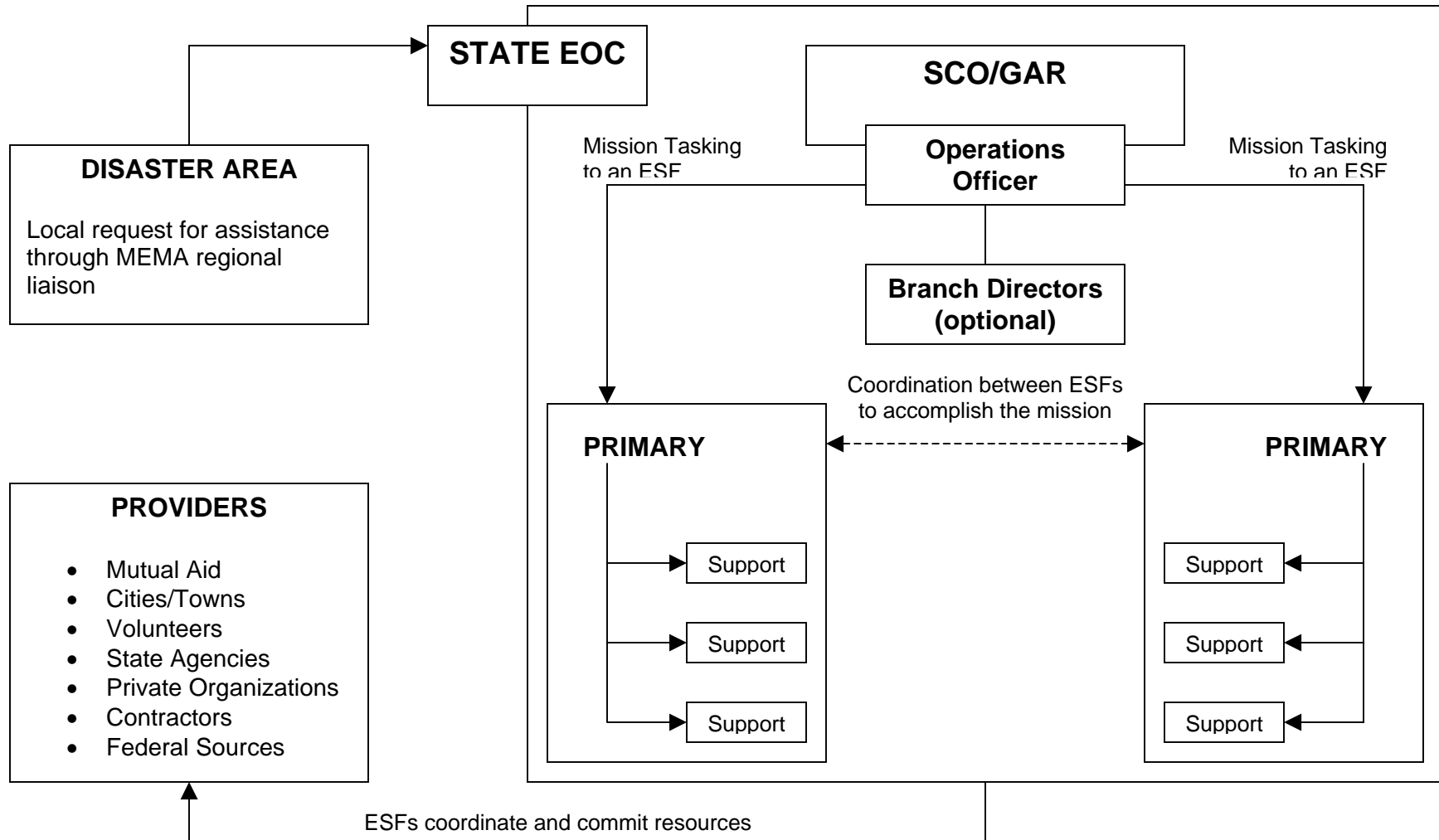
4. Direction and Control for Evacuation

- a. Most evacuations will be local in scope and actions will be initiated by a decision from the local governing body. In such cases, the evacuation will be coordinated and administered by officials using community resources in accordance with local evacuation plans. It is anticipated that municipalities will establish mutual aid agreements with neighboring jurisdictions to provide expanded resource capability. During any evacuation that does not require activation of the SEOC, state assistance will be provided under the various state agencies' normal statutory authority as coordinated by MEMA.
- b. In the event of a multi-community, regional, or inter-regional evacuation, the Governor may issue an evacuation directive. This decision will be made following consultation with the SCO and representatives of the affected and host municipalities.
- c. All state assistance and support of such evacuations will be coordinated from the SEOC under the direction and control of the Director of MEMA. Consideration regarding the following evacuation issues will be given special attention: lifting tolls on state toll facilities, locking down drawbridges, deploying and pre-deploying personnel, determining regional evacuation routes, directing people stranded on evacuation routes to safe shelter, monitoring the availability of reasonably priced fuel, and addressing any emergency medical issues relative to evacuation.

**EXHIBIT FOUR**  
*Primary Support Agencies for Massachusetts Emergency Support Functions*

<b>MAESF</b>	<b>ICS Branch</b>	<b>Function</b>	<b>Primary Support Agency</b>
1	Infrastructure	<i>Transportation</i>	Massachusetts Highway Department
2	Infrastructure	<i>Communications</i>	Massachusetts Emergency Management Agency
3	Infrastructure	<i>Public Works and Engineering</i>	Department of Conservation and Recreation
4	Emergency Services	<i>Fire Fighting</i>	Mass Department of Fire Services
5	N/A	<i>Information and Planning</i>	Massachusetts Emergency Management Agency
6	Health and Welfare	<i>Mass Care</i>	American Red Cross
7	Operational Support	<i>Resource Support</i>	Operational Services Division
8	Health and Welfare	<i>Health and Medical Services</i>	Massachusetts Department of Public Health
9	Emergency Services	<i>Search and Rescue</i>	Massachusetts State Police Department of Fire Services (Technical Rescue)
10	Emergency Services	<i>Environmental Protection and Hazardous Materials</i>	Executive Office of Environmental Affairs
11	Health and Welfare	<i>Food and Water</i>	Department of Education
12	Infrastructure	<i>Energy</i>	Division of Energy Resources
13	Operational Support	<i>Military Support</i>	Massachusetts National Guard
14	N/A	<i>Public Information</i>	Massachusetts Emergency Management Agency
15	Health and Welfare	<i>Volunteers and Donations</i>	Massachusetts Voluntary Organizations Active in Disaster
16	Emergency Services	<i>Law Enforcement and Security</i>	Massachusetts State Police
17	Health and Welfare	<i>Animal Protection</i>	Massachusetts Department of Agricultural Resources
18	Infrastructure	<i>Business and Industry</i>	Massachusetts Emergency Management Agency

**EXHIBIT FIVE**  
*Tasking MAESFs with a Mission*



5. Direction and Control for Sheltering
  - a. Consistent with the local emergency response plan, the opening of shelters remains a local responsibility. Should a request for assistance be made to the SEOC, it will be to support the local sheltering plan with assistance in staffing shelters, identifying additional shelters, and managing shelters with a shortfall of resources. Through MAESF 6: *Mass Care*, the SEOC will coordinate any requests for assistance from other MAESFs that will be needed to support multi-municipal, regional, and inter-regional shelter operations.
  - b. The Director of MEMA, in coordination with MAESF 6: *Mass Care*, and the representatives of affected local areas, will gather information regarding the status of evacuation orders and the potential for shelter needs on a municipal, regional, inter-regional, and statewide basis.
  - c. State assistance and support of sheltering will be coordinated from the SEOC through MAESF 6: *Mass Care*, under the direction and control of the Director of MEMA. Decisions regarding sheltering issues will be made in coordination with appropriate MAESFs, affected and host governments, and the Director.
6. Mutual Aid Agreements and Memoranda of Understanding
  - a. Mutual aid agreements and memoranda of understanding are essential components in emergency management planning, response, and recovery activities. These agreements for reciprocal aid and assistance in case of emergencies can increase resources and improve response and recovery efforts.
  - b. The *Massachusetts Civil Defense Act and Related Statutes*, as amended, authorizes MEMA to make available any equipment, services, or facilities owned or organized by the state or its political subdivisions for use in the affected area, upon request by the duly constituted authority of the area and upon Declaration of Emergency by the Governor. MEMA is authorized to reinforce emergency management agencies in areas stricken by emergencies or disaster.
  - c. To ensure that the state is aware of and able to coordinate in the mobilization of needed resources, political subdivisions are expected to report use of mutual aid resources to MEMA. Communications between assisting and assisted parties may be passed through MEMA and mutual aid activities may be coordinated by MEMA.
  - d. MEMA's awareness of the availability of mutual aid resources is critical to the direction and control of the overall response and recovery effort. By coordinating such efforts through MEMA, the needs of all affected local areas can be taken into account when distributing assistance.
  - e. The Commonwealth of Massachusetts has mutual aid agreements and memoranda of understanding with other states and private organizations. In addition, Massachusetts is a member of the Emergency Management Assistance Compact (EMAC), which helps speed the delivery of assistance from other states.



7. Operations from State Emergency Operations Center and the Joint Field Office (JFO)
  - a. A major disaster declaration by the President means the activation of numerous Federal aid programs. Those programs will be administered from the JFO established by FEMA in the affected area. The commencement of activities under post-disaster aid programs marks the start of the recovery phase.
  - b. The response phase and recovery phase of the disaster operation will operate simultaneously for a period of time. Response activities will be coordinated and conducted through MAESFs at the SEOC. Recovery activities will be coordinated at the JFO.

E. Notification

1. MEMA may receive initial warning of an emergency or pending disaster from a number of sources, including the National Weather Service (NWS), nuclear power plants, the FEMA National Warning Center, local governments, or the media. When an emergency or disaster appears imminent, the State Warning Point (SWP) will notify appropriate MEMA staff.
2. When state resources will be required, MEMA will notify representatives from the primary agency or agencies of each MAESF. The representatives will be responsible for notifying appropriate personnel in their respective organizations. The SEOC will activate at one of the four levels described in Exhibit One, *Levels of Emergencies or Disasters and Corresponding State Actions*. MEMT personnel will be notified in accordance with the state *EOC Utilization Plan Standard Operating Procedure*.

F. Response Actions

1. Initial Actions
  - a. Activation of State Plan and State Emergency Operations Center  
When an emergency or disaster threatens, MEMA will activate the *Massachusetts Comprehensive Emergency Management Plan*. When needed, MEMA will activate the SEOC to coordinate emergency response activities that may be necessary for the immediate protection of life and property.
  - b. Activation of Massachusetts Emergency Support Functions  
The activation of MAESFs is the responsibility of the Director of MEMA as the designated SCO. Authority to activate the MAESFs may be delegated to the Operations Section Chief. MAESFs will be placed on standby or activated as needed.
  - c. Declaration of a State of Emergency  
When warranted by the situation, the Governor will declare a State of Emergency, thereby activating any state, local, and inter-jurisdictional disaster plans that apply to the affected area(s). A declaration may be needed in order to deploy some state personnel, supplies, equipment and materials, and to use some state facilities, as well as to appropriate resources needed to combat the effects of an emergency or disaster.

- d. Deployment of Rapid Impact Assessment Teams
  - (1). After an emergency or disaster has struck, the SCO, in coordination with MAESF 13: *Military Support*, may deploy the highly mobile, self-contained RIATs into the stricken areas. A MEMA liaison will coordinate RIAT activities.
  - (2). Within 12 hours of notification, RIATs shall have completed their preliminary assessments, reported their findings to the SEOC, and be ready for re-deployment.
  - (3). The SCO, in coordination with the Operations Section Chief, the appropriate MAESF(s), local government(s), and FEMA, will use the assessments provided by the RIATs to plan the response strategy.
- e. Evacuation Actions

In the event of an evacuation covering several communities, a region, or more than one region, state assistance and support will be coordinated from the SEOC by the Operations Section Chief and the appropriate MAESFs. Initial actions that may take place during an evacuation are:

  - (1). Lifting tolls on state toll facilities in the affected areas.
  - (2). Coordinating regional, inter-regional, and statewide emergency communication.
  - (3). Coordinating the evacuation itself by identifying and designating Regional, inter-Regional, and/or statewide evacuation routes, mobilizing, deploying, and placing personnel to direct traffic flow, providing vehicles to assist in evacuating special needs populations. MEMA may also issue or cancel evacuation orders to ensure the safety of evacuees.
  - (4). Coordinating measures to monitor the availability of reasonably priced fuel.
  - (5). Coordinating the lock-down of bridges in the affected area.
  - (6). Coordinating efforts to direct evacuees stranded on evacuation routes to safe shelter.
  - (7). Coordinating emergency medical evacuation issues with local governments in the affected area.
- f. Sheltering Actions

In the event of an evacuation covering several communities, a region, or more than one region, state sheltering assistance will be coordinated from the SEOC by the Operations Section Chief, MAESF 6: *Mass Care*, and other MAESFs, as needed. Initial sheltering actions include:

  - (1). Notifying the American Red Cross (ARC) and activation of ESF 6, *Mass Care*.
  - (2). Coordinating the delivery of services and assistance to sheltering operations. Such services and assistance may include establishing emergency communications, nursing, providing for food and sanitation, and ensuring shelter security.
  - (3). Coordinating the opening of shelters in unaffected areas not believed to be in harm's way.
  - (4). Coordinating efforts to provide additional staff and resources to shelters, such as nurses and administrative and support staff, as well as communications equipment and personnel to operate it.

2. Continuing Actions

- a. Maintain communication with affected areas.
- b. Control and coordinate the release of public information.
- c. Deploy MEMA liaisons and RIATs to the affected areas as needed.
- d. Advise the Governor and other elected officials of the status of emergency response and recovery measures.
- e. Coordinate and support ongoing evacuations and sheltering operations through the MAESFs. Take measures to ensure the availability of mass transit and traffic control, adequate shelter communication capability, sanitation, garbage removal, nursing care, food, water, and security measures.

G. Recovery Actions

1. Initial Actions

- a. Monitor the disaster event and analyze RIAT data and other available information regarding disaster conditions.
- b. Assemble and brief MEMA recovery staff.
- c. Establish communication with recovery staff in local EOCs.
- d. Establish communication with FEMA recovery staff.
- e. Coordinate with state support agencies in procuring technical personnel and resources for deployment to the field.
- f. Coordinate and implement preliminary damage assessment operations.
- g. Coordinate logistical support for long-term relocation to the JFO.
- h. Help identify possible locations for the JFO and coordinate with SEOC, local government(s), and the Federal government.
- i. Place recovery support personnel on stand-by status as necessary. Brief personnel on disaster conditions and potential for deployment.

2. Continuing Actions

- a. Maintain communication with local recovery staff.
- b. Coordinate with Federal recovery staff.
- c. Staff the JFO as necessary.
- d. Staff Disaster Recovery Centers (DRCs).
- e. Maintain communication with the SEOC and local EOCs to monitor disaster conditions.
- f. Administer Federal and state disaster assistance programs and make recommendations to the SCO regarding continued staffing.
- g. Continue the recovery effort at MEMA headquarters following the closing of the JFO.

## **V. RESPONSIBILITIES**

### **A. Local Government**

1. Local government is expected to establish and maintain an emergency management framework at the local level involving all government, private, and volunteer organizations that have a role in the success of comprehensive emergency management within the jurisdiction.
2. Provides for development of a broad-based public awareness, education, and information program designed to reach all local citizens, including those needing alternative media formats such as Braille or non-English languages.
3. Participates actively in discussion and negotiations with the state regarding policies and priorities to ensure that the work being done contributes to the improvement of emergency capabilities for the town or city.
4. Performs work for Federal and state emergency management programs within the negotiated scope and in a responsible manner.
5. Provides direction and control of a local response and recovery approach that involves broad participation from local organizations and is compatible with the state response and recovery organization and concept of operations.
6. Participates in programs and initiatives designed to avoid, reduce, and mitigate the effects of hazards through development and enforcement of policies, standards, and regulations.
7. Establishes and maintains mutual aid agreements with other towns and cities.

### **B. Commonwealth of Massachusetts**

1. Leads emergency management at the state level, involving all government, private, and volunteer organizations with a role in the success of comprehensive emergency management in the Commonwealth.
2. Develops a broad-based public awareness, education, and information program designed to reach all citizens of the Commonwealth, including those needing alternative media formats, such as Braille or non-English languages.
3. Participates actively in discussions and negotiations with other states, towns and cities within the Commonwealth, the private sector, and the Federal government regarding policies and priorities to ensure that the work being done contributes to the improvement of emergency management capabilities for neighboring states and the nation as a whole.
4. Performs work within the negotiated scope for Federal and state emergency management programs in a responsible manner.
5. Supports the emergency management needs of all towns and cities within the Commonwealth and encourages inter-municipal and interstate mutual aid to render emergency assistance. When local needs exceed state resources, the Commonwealth will contact FEMA and other states for assistance.
6. Provides direction and control of state response and recovery based on functional support groups involving broad participation from state organizations compatible with the Federal response and recovery organization and concept of operations.

7. Provides leadership and participation in programs and initiatives designed to avoid, reduce, and mitigate the effects of hazards through development and enforcement of policies, standards, and regulations.

C. Federal Government

1. Provides liaisons to the SEOC.
2. Provides immediate emergency response on property owned or controlled by the Federal government, such as military installations and federal prisons. Notifies and coordinates with MEMA.
3. Provides assistance, as requested by the Commonwealth of Massachusetts, in accordance with Public Law 93-288, as amended.
4. Identifies and coordinates assistance under other Federal statutory authorities.
5. Coordinates with MAESFs in conducting disaster response and recovery operations in the Commonwealth of Massachusetts.

## VI. FINANCIAL MANAGEMENT

A. Assumptions

1. Due to the nature of emergency situations, financial operations will often be carried out under short time restraints that cannot be accommodated using routine accounting procedures. Note that this in no way lessens the requirement for sound financial management and accountability.
2. A Presidential disaster or emergency declaration will open the way for funding the costs of uses of resources initiated at the state and local levels.
3. The Federal Office of Management and Budget (OMB) and Congress will give rapid approval to a FEMA-prepared emergency budget at a level sufficient to sustain a response operation for at least three weeks with the opportunity to extend the budget if the situation warrants.
4. The Governor's Proclamation of a State of Emergency can temporarily set aside normal state budgetary restrictions in order to finance emergency response and recovery activities.

B. Expenditure of Funds

Timely financial support for any extensive response activity could be crucial to saving lives and property. While innovative and expeditious means of procurement are called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed in order to safeguard the use of public funds from the potential for fraud, waste, and abuse.

1. In concert with Federal guidelines, approval for expenditure of funds for response operations will be given by officials of the primary and support agencies. Each agency is responsible for establishing effective administrative funding controls, segregation of duties for proper internal controls, and accountability to ensure that costs incurred are consistent with the missions identified in this plan.
2. Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures, including personnel time sheets, in order to provide clear and reasonable accountability and justification for future reimbursement requests. Federal reimbursement for state response costs must be documented and approved.
3. All records relating to the allocation and disbursement of funds for activities and elements covered in this plan must be maintained, as applicable, in compliance with the Code of Federal Register, Title 44, *Emergency Management Assistance*, and all Massachusetts statutes pertaining to state financial matters and emergency management powers and responsibilities.

## VII. REFERENCES AND AUTHORITIES

### A. State

1. Massachusetts Civil Defense Act, Chapter 639 of the Acts of 1950 Codified, Appendix 33.
2. Massachusetts Executive Order 144, September 27, 1978.
3. The Massachusetts Administrative Plan for the Individual and Family Grant Program.
4. The Massachusetts Administrative Plan for the Public Assistance Program.
5. The *Massachusetts Radiological Emergency Response Plan* serves as a part of the state CEMP. MEMA is responsible for developing plans to respond to emergencies at nuclear power plants, for maintaining the plans, and updating them annually. The plan deals with the state response to deal with offsite consequences resulting from an emergency at a nuclear power plant. The state will organize and respond to nuclear power plant emergencies as described in the Massachusetts Radiological Emergency Response Plan.
6. Executive Order #242, June 28, 1984 (Comprehensive All-Hazard Emergency Planning).
7. Executive Order #469, September 28, 2005 (Designation of the National Incident Management System As the Commonwealth's Incident Management Standard)
8. Statement of Understanding between the Commonwealth of Massachusetts and the American Red Cross, March 1994. The Statement of Understanding provides for cooperation and coordination between the American Red Cross and state *"agencies, authorities, counties, and municipalities in carrying and assigned responsibilities in the event of a "*disaster.
9. Massachusetts EOC Standard Operating Procedures.
10. State EOC Utilization Plan.
11. State Fire Mobilization Plan.
12. MEMA Continuity of Operations (COOP) Plan.

### B. Federal

1. Homeland Security Presidential Directive (HSPD) 5, "Management of Domestic Incidents", February 28, 2003.
2. National Response Plan (NRP), May 2006.
3. National Incident Management System (NIMS), March 1, 2004.
4. Public Law 93-288, as amended, which provides authority for response assistance under the National Response Plan and which empowers the President to direct any Federal agency to use its authority and resources in support of state and local assistance efforts.
5. Public Law 81-920, the Federal Civil Defense Act of 1950, as amended, provides a system for joint building of capability at the Federal, state, and local levels to deal with all hazards.

6. Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
7. Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.
8. Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
9. Public Law 95-510, Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
10. Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
11. Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
12. Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting, and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
13. Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distribution after a major disaster.
14. Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
15. Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management Food and Shelter Program.
16. National Flood Insurance Act of 1968, 42 USC 4001 et seq.
17. 44 CFR Parts 59-76, National Flood Insurance Program and related programs.
18. 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
19. 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
20. 44 CFR Part 10, Environmental Considerations.
21. 44 CFR Part 14, Audits of State and Local Governments.
22. Federal Response Plan for Public Law 93-288, as amended, April 1999.
23. Nuclear Regulation (NUREG) 0654/FEMA-REP-1, which provides federal guidance for development and review of Radiological Emergency Management Plans for nuclear power plants.